RESOLUTION NO. 4
Series 1980

CITY OF ELGIN STREET PLAN

RESOLUTION AND ADOPTION

WHEREAS, the City of Elgin recognizes the necessity to identify future street locations and linkages in order to minimize road construction and maintenance costs, and land utilization; and

WHEREAS, a safe, convenient and efficient street system can be developed only if there is a plan to follow; and

WHEREAS, various levels of street improvements depend upon classification of such streets; and

WHEREAS, utility and drainage improvements are largely made within public road rights-of-way; and

WHEREAS, street plan information is presently needed by both city officials and private property owners;

NOW THEREFORE, BE IT RESOLVED, the Council of the City of Elgin does hereby adopt the attached street plan to be utilized as a guideline for future street construction within the area.

AGREED, this 10th day of June, 1980.

ATTEST, Thomas B. Grant, Mayor.

CITY OF ELGIN

STREET PLAN

December 1979

Prepared by Lynn D. Steiger and Associates, Inc.. Financed in part by a Planning Assistance Grant from the Oregon State Department of Land Conservation and Development.

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USER'S GUIDE

Below are the steps to be undertaken by property owners and public officials in using this document.

Property Owners (To be done prior to developing property)

Step 1. Check the Street Plan Map to determine what, ifany, collector or secondary streets are needed on your property.

Step 2. Design your street layout to incorporate such street or streets. Local street design should be in accord with Street Plan policies.

Step 3. Meet with City Council to review proposed street improvements. If deviations from the Street Plan Map are necessary, and can be accomplished without altering the intent of the Plan or conflicting with Plan policies, obtain City approval for such.
If deviations alter the intent of the Plan or conflict with the policies, resolution of such must be made at a public hearing according to Subdivision Ordinance procedures.

Step 4. Submit preliminary plat or tentative plan for subdivision or major partition approval (including street classifications), to the City.

Step 5. Complete subdivision or major partitioning requirements.

City Officials (Use for evaluating major partitions and subdivisions)

Step 1. Meet with developer to review street design for future major partition or subdivision.

Step 2. Evaluate proposed street design against Plan Map and against each policy to determine extent of compliance.

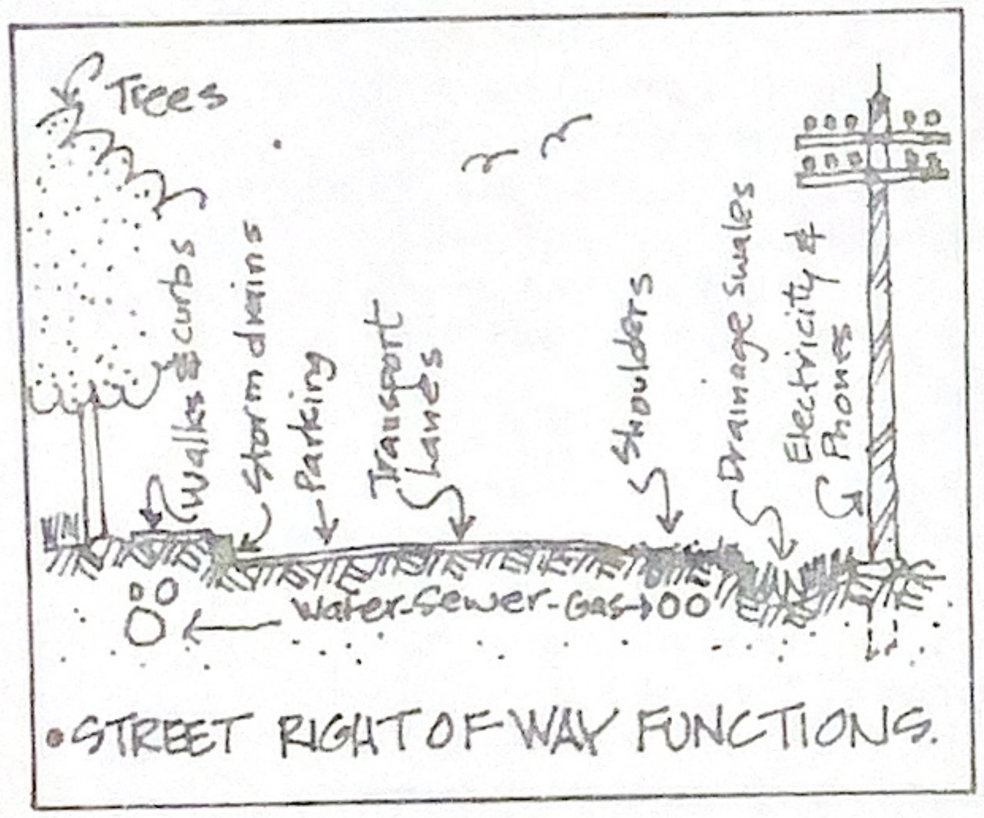
Step 3. If significant deviations from the Plan Map or policies are proposed, hold a public hearing according to Subdivision Ordinance procedures to insure that the new design accomplishes the purposes for which the appli-
cable routes were intended.

Step 4. Reach agreement with developer as to street locations and classifications, e.g., minor collector, secondary, or local street.

Step 5. Accept preliminary plat or tentative plan for major partition or subdivision consideration.

INTRODUCTION

The traffic circulation or street system is the backbonë of City operations. It provides access to and from work, school, shopping, and recreation. Street rights-of-way generally provide corridor space for water, sewerage, gas, phone, TV, and similar facilities in addition to storm water runoff and natural drainage. All of these functions must be taken into account in street planning. A summary of each consideration is included in the background section of this Plan, outlining the related concerns which should be recognized when determining street locations, dimensions and levels of improvements, classifications, or in making other street-related decisions.



•STREET RIGHT OF-WAY FUNCTIONS.

PURPOSE

This Street Plan is intended to be a guideline to be used by both the City and private developers in determining desired street locations and levels of improvement. It will only be through this public/private coordination that maximum efficiency, safety and economy can be realized in future street and related improvements. Not only do streets provide for movement of people and goods from place to place, but in developed areas, they may cover as much as 25 to 30 percent of the ground area. Good planning should minimize the amount of land devoted to streets, thus reducing street improvements and maintenance costs, making more area available for other uses. It should also maximize safety and movement of pedestrians and vehicles.

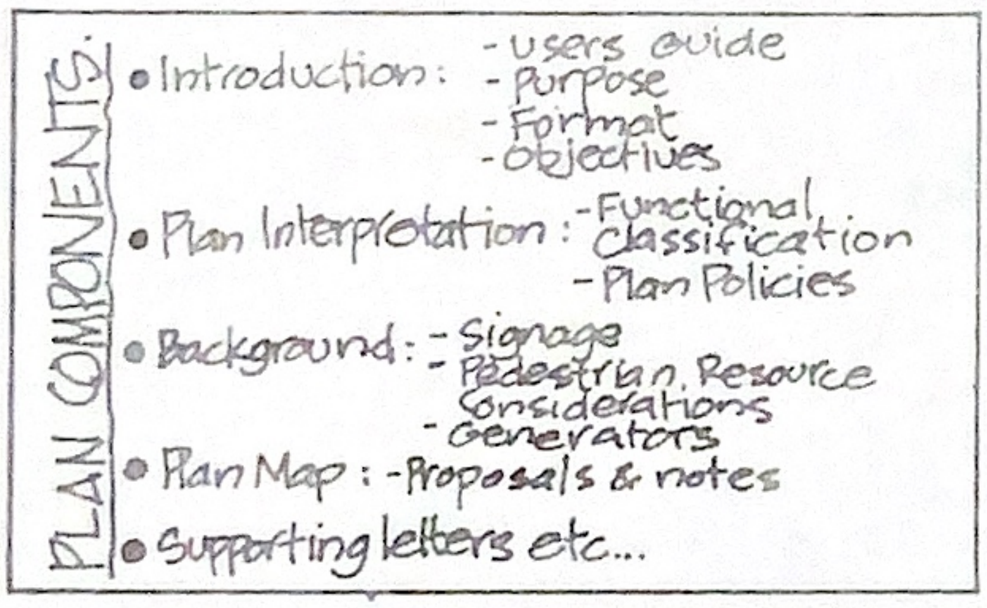
*Design Streets to Maximize Efficiency, Safety and Economy!

Planning for land use, public facilities and services, and streets must be interrelated. Both service and street improvements must be designed to accommodate anticipated

land uses (residential, industrial, agricultural, etc.). This Street Plan is intended to provide safe, efficient, and economical access to all areas designated for development within the City of Elgin's Urban Growth Boundary.

FORMAT

In addition to the introductory information the Plan includes objectives, interpretation, policy and background sections. The Urban area Street Plan Map is attached. The "Objectives" section of the Plan outlines its intended uses. The "Interpretation" section contains a written explanation of the various recommendations. The "Policies" section outlines those policy statements which should be the bases of street-related decisions, and the "Background" section includes descriptions of signage and drainage, and related concerns.


PLAN COMPONENTS
• Introduction: - users guide - purpose - Format - objectives
• Plan Interpretation: - Functional classification - Plan Policies
• Background: - Signage - Pedestrian, Resource Considerations - Generators
• Plan Map: - Proposals & notes
• Supporting letters etc...

OBJECTIVES

The information below is included to acquaint both private developers and City officials with the intended uses of the Plan.

Developers should recognize that the Plan is intended to indicate general locations of major and minor collector and secondary streets in order to optimize efficiency and economy in providing for vehicular and pedestrian movement, utility and service improvements, and surface and storm water drainage within the developing portion of the City's Urban Growth Boundary. Specific location of streets will need to be made by joint City-Developer agreement at the time of development, and can be ajusted slightly from the locations shown on the Plan providing City considerations, as outlined below, are not adversely affected. Local street configuration and location is generally at the discretion of the developer, but must also be approved by the City as part of subdividing or partitioning procedures.

* Plan Streets, Utilities, Services and Land Uses TOGETHER!

City Officials should recognize that the Plan has addressed the following concerns, all of which should be considered when determining specific right-of-way locations or when making any adjustments on the Plan map:

1. Providing major pedestrian and vehicular access primarily through a network of "major and minor collector" streets supported by "secondary" and local street systems.

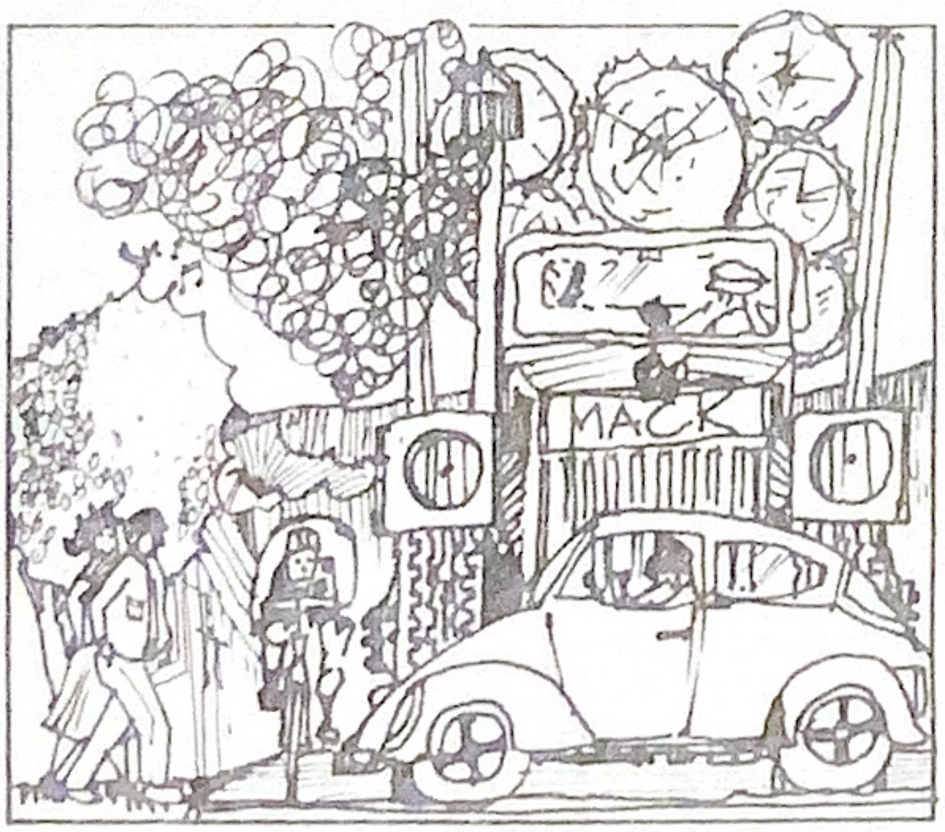
2. Classifying all existing and future streets into a "Major and Minor Collector/Secondary/Local Functional Classification System" for the purpose of determining construction standards, signage, levels of maintenance, etc.

* Classify and Develop Streets According to Function!

3. Taking into account existing and future needs for through and stop streets.

4. Getting people to and from work, school, recreation, shopping, and various other traffic generating activities in a safe and efficient manner.

5. Providing access for fire protection and similar public services; rights-of-way for water, sewerage, telephone and other utilities, and accommodating surface and storm water runoff.



6. Accounting for pedestrians, bicyclists, and various types of vehicular traffic in determining the location and classification of particular streets.

7. Minimizing the extent of roads built, thus minimizing initial construction and future maintenance costs, and maximizing the amount of land available for development, water absorption, and green space.

8. Giving sufficient direction to needed right-of-way

locations so that each landowner can determine how street improvements on his property tie into the overall street network.

9. Accommodating the uses provided for by the area Land Use Plan and Zoning Ordinance and recognizing the traffic generation characteristics of the different uses permitted thereby.

10. Taking into account all ownerships and property lines, and providing access to each property in a manner that will allow for economic and efficient development thereof.

11. Locating streets to minimize drainage crossings and to parallel present drainways to the extent feasible in order to avoid high costs (and possibly other problems) resulting from bridge construction or drainage realignments.

* Planned Street Locations May be Adjusted.

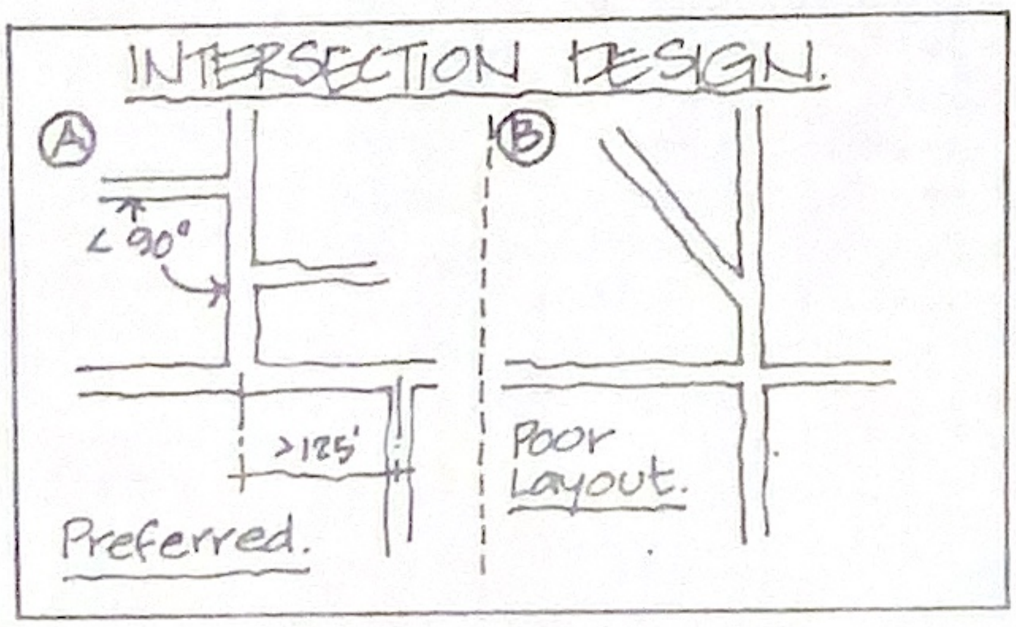
12. Designing streets according to topographical conditions in order to provide for storm and surface water drainage and gravity-flow design for sewerage service.

13. Constructing bypasses or limited access roads to alleviate traffic hazards or congestion or to accommodate special traffic conditions.

14. Realigning existing, inadequate roads as needed to improve access for future development.

15. Continuing streets as appropriate for efficient traffic movement, to avoid confusion and to assure a logical pattern of street names and numbers.

16. Discouraging through traffic in residential areas, particularly on the local street network.



17. Avoiding short street intersection offsets and sharp angle intersections.

18. Attempting to create right angle intersections which allow both-direction visibility, easier and safer maneuverability and greater usable lot areas.

19. Classifying and determining specific alignment of streets at the time tentative plans are submitted to the City Council for major partitioning or subdividing.

20. Preserving natural landscape features.

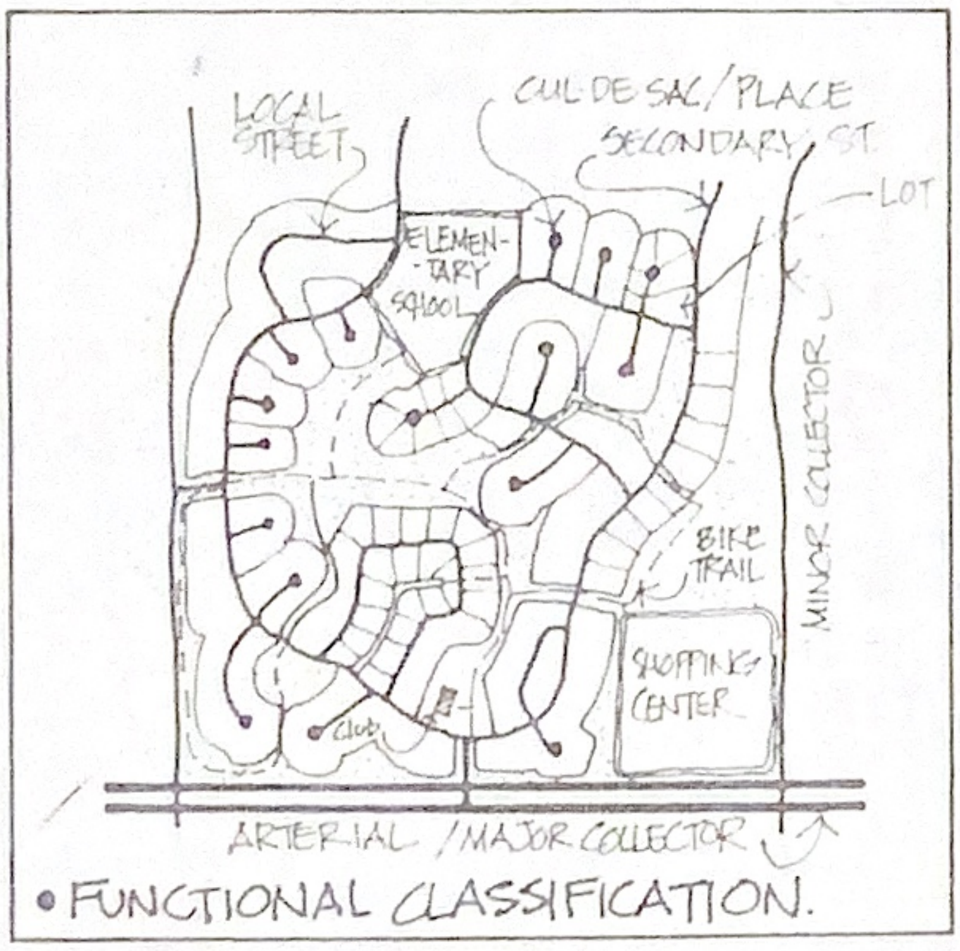
* Fewer Roads ⇒ Lower Front End Costs ⇒ More Development ⇒ More Revenue!

PLAN INTERPRETATION

This section of the Plan includes a description of the various types of streets according to functions and related planning guidelines. The attached Plan Map depicts existing and future streets according to functional classification. Each of these Plan considerations is summarized below.

Functional Street Classifications

Existing and future streets are classified according to function for determining signage, levels of improvement, priorities for maintenance, types of usage, lot design characteristics, etc. The six functional classes of streets defined here are: major and minor arterials, major and minor collectors, secondary streets, and local streets.



• FUNCTIONAL CLASSIFICATION.

Major and Minor Arterials. Arterial streets are the main streets that accommodate both through and local traffic. Elgin is not presently served by any Major Arterial but is directly served by two minor arterials; Oregon Highway 82 is a through highway linking the City of La Grande and Wallowa County; and Oregon Highway 204 connects with Highway 82 in Elgin and is a direct link to Umatilla County.

Arterials generally carry high traffic volumes at high speeds, are "through" routes, and sometimes require limiting access in order to accommodate such high volumes of traffic rapidly, safely, and efficiently. Existing development will not likely be affected by access limitations, but may be required to provide additional right-of-way to allow for improving street surfaces to required widths. Minimum right-of-way to meet City requirements is 80 feet, and surface width is 44 feet. Class 3 bicycle trails should be considered and pedestrian crosswalks should be painted at desired crossings on arterials

Major and Minor Collector Streets. Collectors are generally the primary streets that tie into or between arterials. They are the funnels that feed most of the traffic from local and secondary streets into the arterial system. Although speeds are generally not as high on collectors as on arterials, high traffic counts often necessitate signing such routes as through streets. Collector streets will usually have a high-priority for maintenance and snow removal. The City Subdivision Ordinance requires collectors to have 60-foot rights-of-way and 40-foot surface improvements. Streets should also be curbed and paved at the time each area is constructed. New collectors may or may not be incoporated into the County Road System.

The only Major Collector presently serving Elgin is County Road #42, Elgin/Palmer Junction Road, or Middle Road as it is called. This collector funnels the traffic in the northern portion of the County to the two arterials, ORE HWYS 82 and 204, that junction in Elgin. Within the State's Functional Classification System, there is also only one minor collector directly serving Elgin; County Road #56, Clark's Creek/Elgin Road. This collector funnels traffic to ORE HWY 82 and 204 from the area east of Elgin.

Two new minor collectors are proposed (noted as #1 and #2 on the plan map, and are inteded to open up and serve that area to the north of Hartford Street between Hallgarth-Galloway Road and Foothill Road (both also classified as minor collectors). These east/west collectors are linked by three secondary streets (numbered 3, 4 and 5), that are meant to provide the basic street network for developing local streets serving individual homes and lots.

The southern collector is intended merely to extend Hartford Street across to Foothill Road. With the recent acceptance of the Boise Cascade connection between Highway 204 and Palmer Junction Road into the County Road System, making it a major collector, the western connection to Foothill becomes even more important.

PROPOSED URBAN GROWTH BOUNDARY

2922

(2) [R.O.W. 80 Asph 44]

MINOR COLLECTOR

(5) SECONDARY ROUTE

Study Alignment for desirability as truck Route

(7)

2847

(1) MINOR COLLECTOR

MINOR COLLECTOR ROAD

THIRD LINE

HARTFORD ST.

2751

ELGIN-PALMER JCT. RD. COLLECTOR

Natural Drainage Channel

(4)

Possible Trail

(8)

[R.O.W. 60 Asph. 40] Well

(3) SECONDARY ROUTE

2763

HALLGARTH-GALLOWAY RD. MINOR COL.

City Limits

2756

2752

2700

2770

Suggested on-grade Alignment

Abandon Intersection when Alternate is selected

POSSIBLE FUTURE SECONDARY ROUTE

CENTURY FARM.

MAJOR COLLECTOR

Elgin

(BM 2716)

2767 WESTON-ELGIN HWY (204) MINOR ARTERIAL

Park

15

16

BOISE CASCADE

BM 2653

Well

Park

High Sch

MINOR COLLECTOR

Phillip

(6) MINOR COLLECTOR

Limited weight Road. Alignment to be determined w/ BOISE CASCADE

PUMPKIN RIDGE RD.

Creek Substation

STOCK YARD

DUMP

(9)

Well

LAKE HWY

MINOR

Rodeo Grounds

(82)

BM 2667

2645

MINOR ARTERIAL

2800

2670

Martin Spring

possible future minor collector

22

DECEMBER 14, 1979

ELGIN STREET PLAN

PREPARED BY LYNN D. STEIGER & ASSOCIATES INC.

See text for description of numbered areas

MILES. 0 1/4 1/2 3/4

NORTH

40 Acres

The northern east/west collector would, in addition to making a similar connection between Foothill Road and Hallgarth-Galloway Road, serve as the north urban growth boundary. The Hartford collector is too far south for this purpose since a substantial amount of development already extends beyond it. Without some type of "man-made boundary", it will be difficult to justify stopping urban growth at any other (imaginary) point, since no physical boundaries presently exist. This alignment also falls on the half-section line, putting it half a mile north of Hartford Street, and encompassing ample amount of land for Elgin's future growth. Development further north would be more difficult to serve because of increased elevations and drainage into Gordon Creek to the north.

A fifth possible minor collector, as #6), is shown connecting the Weston-Elgin Highway with Pumpkin Ridge Road. This road would provide public access to replace that Boise Cascade access generally used to get into the area southwest of town. Allowable weight will be limited by the Phillips Creek Bridge. Without improved public access, this area is not likely to be attractive for new development, or even existing uses. The possibility of extending Pumpking Ridge Road to Highway 82 along the south bank of Phillips Creek should be discussed with Boise Cascade as a second option to providing access to that part of town.

In several cases the collectors described above will likely, or do now, have problems at places where they intersect with existing or planned roads or cross streams. Intersections (7) and (8) need to be studied further and eventually designed and improved to minimize potential traffic hazards, and maximize efficiency and safety.

The public bridge which crosses Phillips Creek immediately south of Elgin High School (#9 on Plan map), will need to be upgraded if that vicinity is to be developed. The existing bridge is in poor condition and only one lane wide. Boise Cascade will permit the use of their new bridge, providing public traffic does not interfere with their use of the crossing (or their private road).

Secondary Streets. These streets comprise the balance of the proposed new street sytem shown on the Plan map and are generally "stop" streets when intersecting with higher order street. They are designed for slower speeds and safe access to residential development. Since secondary routes will be carrying pedestrian traffic from the local street network to collectors and arterials, it is essential that sidewalks be provided on at least one side of each street.

Subdivision Ordinance standards for secondary streets are the same as for collectors; 60-foot rights-of-way and 40-foot surface improvements. This provides safe widths for two driving and two parking lanes and allows the degree of visibility and maneuverability desired to lesson chances of accidents from children entering into the streets without warning. These routes will become City responsibility for maintenance (including snow removal); so it is essential that they be constructed to City specifications.

General location of secondary streets has been determined by property lines, sizes and shapes of parcels, drainage and vegetation considerations, potential lot layout, and those other concerns identified in the User's Guide section of the Plan. The secondary street system should divide the land into major "block-type" parcels which lend themselves to further development by local street improvements. A summary of the proposed secondary street system follows.

The proposed secondary street extending north from Hartford Street and the present City limits is intended to open up that land north of town, and serve as a residential collector for that entire area between Hallgarth-Galloway Road and the drainway extending north from the northwest City limits. It should be recognized that this drainway is likely to become more significant as continued development occurs in the area, and runoff is channeled via that route. For this reason, filling and/or crossing should be evaluated carefully.

At the time any development is proposed in that vicinity, a determination should be made as to whether or not the area proposed for development is a suitable location for the collector route. This is particularly important since more and more development is occurring there, and intersection and route alternatives are becoming fewer and fewer.

A similar secondary route is indicated west of the drainway and east of Palmer Junction (Middle) Road, again serving as a main collector to open up the area without diminishing the capabilities or increasing the congestion on the major collector to the west. These two secondary routes should be designed to take advantage of the separating drainway by cul-de-sac designs, etc., to carry runoff water to that channel. The likely suitability of a pedestrian/bicycle trail along that route should be recognized in proposed area subdivision.

Because the development already existing along the western part of Hartford Street and extending north along Hallgarth-Galloway Road has likely closed off any access from that

intersection vicinity, a secondary route is also shown connecting east/west from the latter road to the north/south secondary route. Since development has already occurred north an appreciable distance, it will be important to require right-of-way for that street at the City or County's earliest convenience.

The north/south secondary route west of Middle Road would provide the main residential access as development extends further west. The connection may be desired as an alternative routing of Middle Road, that is, making it the major collector and through road, jogging west at the urban growth boundary, then turning straight south tying into the lower segment of the former Boise Cascade private road. This treatment would allow separation of log truck and residential traffic to a greater extent than continuing the present collector through the middle of what will likely be developed as a residential area. The location and design of the south intersection of that road should reflect the purpose which it is intended to perform.

The only other proposed secondary route would connect from the present platted part of town west across the century farm (if and when that area might develop), to the former Boise Cascade private road. It would connect via Adele or Detroit to 15th, which is recognized as an existing secondary route. The north end of 15th should be considered for realignment to the east so that it intersects Hartford "on-grade". This would alleviate the bad intersection angle, and would get the road out of the existing drainway (which might be maintained for pedestrian/bicycle use).

Local Streets. These streets are not shown on the Plan map; however, their ultimate location should result in the creation of land parcels suitable and capable of being developed for residential or other purposes. Local streets should be designed to discourage or prevent through traffic by utilizing loop, cul-de-sac, or curvilinear designs. Sidewalks are not as essential on local streets as on other levels of road improvement; however, they are desirable on at least one side of streets where relatively high traffic counts can be expected.

The Subdivision Ordinance requires local streets to be 60-foot right-of-way and a minimum roadway of 40 feet except those less than 800 feet in continuous length and/or cul-de-sacs; in those cases they can be 50-foot rights-of-way with 36-foot minimum roadway improved.

PLAN POLICIES

The policies below are intended to provide the bases for interpreting the Plan map and making other decisions related to street planning. The policies have the same level of importance and legality as the Plan map itself, and are as follows:

1. A system of arterial, major and minor collector, secondary, and local streets will be utilized to facilitate traffic movement and that improvement standards, signage, and maintenance programs will be based upon this sytem.

2. Existing and anticipated future pedestrian, bicycle and vehicular needs will be separated wherever practical and will all be taken into account in planning decisions.

3. Development of a safe, efficient and economic overall street network will be given priority over single-property street designs.

4. Utilities, services, and drainage needs will be recognized in street planning.

5. Street planning decisions will be in accord with the area Land Use Plan and Zoning Maps.

6. The extent of land used for street improvements and the number of intersections and major drainage crossings will be minimized to the extent practical.

7. Streets will be continued as appropriate to assure safe and efficient traffic movement and a logical pattern of street names and numbers.

8. Through traffic will generally be discouraged on the local street network.

9. Points of access connecting into arterials will be minimized.

10. Short street intersection offsets and sharp angle curves and four-way intersections will be avoided whenever possible.

11. Safe and efficient access to schools, shopping areas and other "destinations" will be provided.

12. Streets will be provided to allow convenient, safe,

and reasonable development and access thereto by emergency and service vehicles.

13. Street design and construction will take into account the desirability of maintaining natural and existing vegetation.

14. Streets will be constructed according to specifications of the Subdivision Ordinance.

BACKGROUND

Traffic Signage

Traffic signage includes crosswalks, stop and yield signs, stop lights, and other devices intended to make pedestrian, bicycle, and vehicular traffic movements safe and efficient.

Location and type of different traffic signs and signals should be tied directly to the street classifications as follows:

1. Stop signs are needed primarily where through arterials or collectors are intersected by streets of lower functional classification or where arterials or collectors cross. Signs should be on the street of lowest function.

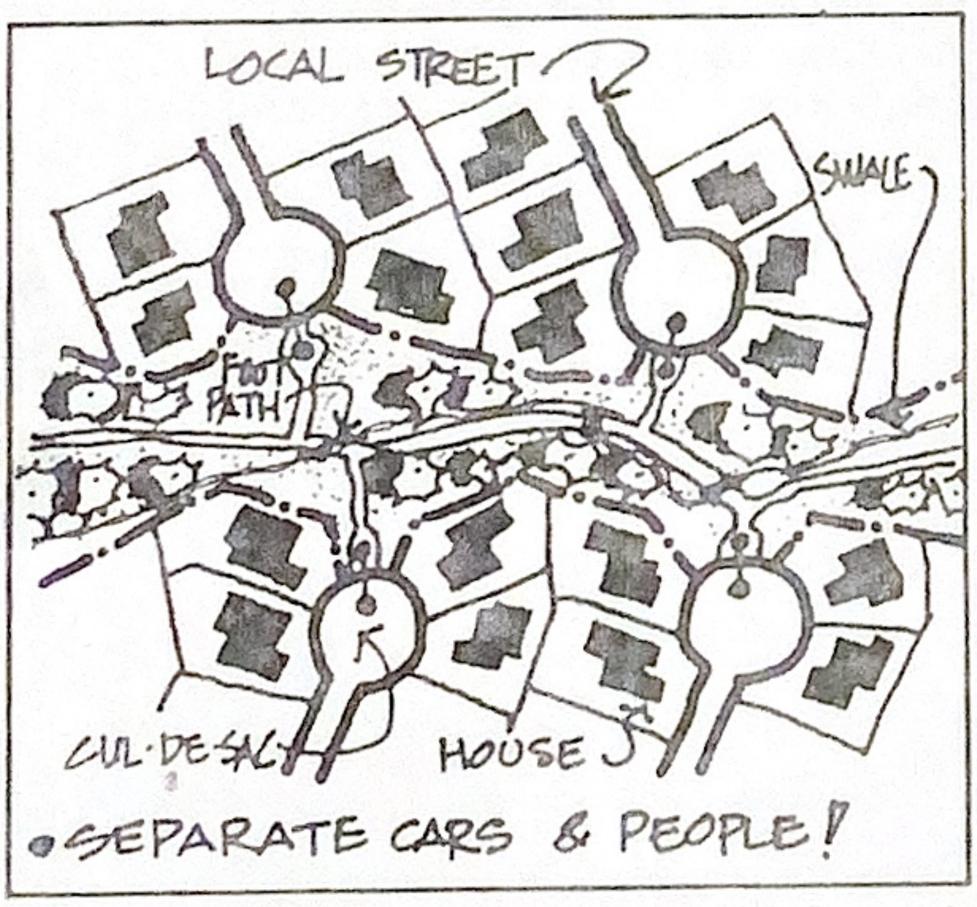
2. Yield signs are used where traffic counts or hazards warrant and are generally desirable where secondary streets are intersected by local streets or other secondary streets. In some instances yield signs may be desirable at local street intersections to clearly establish right-of-way, particularly where visibility is poor.

3. Crosswalks are needed to provide safe pedestrian street crossings where traffic counts or speeds may likely result in dangerous crossing situations. Crosswalk signage and markings are generally necessary on arterials and collectors (and sometimes other streets), particularly where pedestrians cross in getting to or from school, shopping, recreating, or employment uses or activities. In addition to lessening street crossing hazards, such signage centralizes crossing points and allows for more efficient traffic movement.

Pedestrian/Resource Considerations

Pedestrian and bicycle traffic is an important consideration in street planning, particularly as additional development occurs more traffic is generated and vehicle-pedestrian conflicts increase. Most significant sidewalk and/or bicycle path needs are found on arterials because of the high traffic counts and speeds.

A separate pedestrian/bicycle trail system might be considered along that drainway crossing the north end of 15th, providing a near-complete separation of pedestrian/bicycle and motor vehicle traffic. In addition to being suitable use for a floodplain, such a system could connect from residential areas to shopping, school, and possibly other park sites. If such a network is developed, crosswalk markings should be provided wherever the trail crosses arterial, collector or secondary streets. A second trail improvement could be considered, extending further east to the river, then following the river south to the park and possibly the stampede grounds.



Generators

A number of land uses or related activities generate significant amounts of vehicular or pedestrian traffic, and should be recognized in classifying streets, determining needed signage and crosswalk markings, and establishing repair and maintenance (including snow removal) priorities. These generators are described below.

1. The Elgin Elementary/Middle and the High School sites generate large amounts of both pedestrian and vehicular traffic, and the approach to them should be made as easy and safe as possible. Given the location of the schools near the center of the City, it is necessary to provide pedestrian crosswalks in appropriate locations. Motor vehicle/pedestrian conflicts can be minimized by providing pedestrian/bicycle access by means of designated paths.

2. Boise-Cascade Mill is probably the largest

generator of vehicular traffic. There are very few slack days for traffic to and from the mill, as it usually operates three shifts per day, seven days a week. There is some pedestrian traffic to the mill, which could be separated from the highway traffic by a trail system along the north side of the highway.

3. The commercial area in the center of the City is a generator of both vehicular and pedestrian traffic. In addition to the core area, there is commercial development along both Highway 82 and 204. These three areas are expected to expand in the future, and may require the location of additional crosswalk markings on the arterials and collectors.

4. Park and recreation uses are "destination" sites and should also be provided separate pedestrian/bicycle and vehicular access wherever possible.